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ABSTRACT

A favorable climate for developing and implementing a systematic substitute teacher program in the Ware County School System, which serves about 4,000 southeastern Georgia K-12 students, was created by mandates for the 1988-89 school year by the Georgia Board of Education. The program detailed within this document, written to comply with these new requirements, addresses the assignment of substitute teachers based on qualifications, the consistency of substitute teacher selection processes from school to school, and the initial inservice training for substitute teachers. Adopted by the Ware County School Board Members in August 1988, the program requires principals to select substitute teachers from an approved list issued by the county office; substitute teachers on that list have been ranked according to priority classifications based on their educational qualifications. To increase the effectiveness of substitute teachers, the program requires a 4-hour orientation session before any substitute teacher can be employed. Additionally, optional staff enhancement training is provided in child development, classroom management, and instructional delivery. As a result of the program (and as an indicator of its success), the use of substitute teachers with only high school diplomas decreased from 70.1 percent in 1987-88 to 40.1 percent in 1988-89. (17 references) (KM)

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Fort Lauderdale, Florida 33314

THE DEVELOPMENT AND IMPLEMENTATION OF A SYSTEM-WIDE SUBSTITUTE TEACHER PROGRAM

BY

PAMELA B. JACKSON

ADVANCED PRACTICUM REPORT

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MAY 15 1989

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Pamela B. Jackson

Submitted in partial fulfillment of the requirements of the National Ed.D. Program for Educational Leaders

Nova University

Advanced Practicum Report
Jacksonville IV Cluster
Submitted: May, 1989

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Abstract

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DATE: May, 1989
CLUSTER: Jacksonville IV
PRACTICUM: Advanced

TITLE: The Development and Implementation of a Substitute Teacher Program.

ABSTRACT: This report describes the process used by a small school system to develop and implement a substitute teacher program. Areas of need which were addressed include the assignment of substitute teachers based on qualifications, consistency of substitute teacher selection process from school to school, and initial and inservice training for substitute teachers.

The system established an order of educational qualifications for substitute teachers. It required that principals select substitute teachers from an approved list issued by the county office. Qualified substitute teachers were ranked according to priority classifications. Each principal called all substitute teachers in the highest educational category before descending down the list to those of lower ranking.

To increase the effectiveness of substitute teachers, the school system required a four-hour orientation session before any substitute teacher could be employed. In addition, it provided optional staff development training in child development, classroom management, and instructional delivery. It also set up guidelines and training tactics to enable regular classroom teachers to prepare better for substitute teachers.

As a result of practicum intervention, all schools followed the same procedure in selecting substitute teachers. The use of substitute teachers with only high school diplomas decreased from the 70.1 percent of the previous year to 40.1. All substitute teachers received at least four hours of staff development training, and some attended voluntary inservice activities.

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Chapter 1

BACKGROUND

a. The School-Community Setting

The Ware County School System, located in Southeast Georgia, serves approximately 4,000 students, in grades kindergarten through twelve, who live outside the city limits of Waycross. The city of Waycross, population 23,500, retains its own governing charter and its 3,500 school-age children are served by an independent, public school system.

Thirty-five thousand county residents are unevenly distributed within Ware County's 950 square miles for an average population per square mile of 36.8. In comparison to the other 186 Georgia counties, Ware County has the largest land area within its geographical boundaries. However, many sections in or near the Okefenokee Swamp are uninhabitable, and large southern pine timber tracts encompass broad, unsettled acreage. The majority of the population is clustered in small, rural communities or in somewhat urban subdivisions surrounding the city of Waycross. The variations in population density according to the size of the communities account for the variation in student population of the five neighborhood elementary schools which range from 144 to 930 students. Although each elementary school is situated in its community's densest area, many children still must ride buses for an hour or more to reach their schools. This is particularly true for all older students in grades 7 through 12 who are served by the

centrally-located secondary schools: Ware County Junior High School and Ware County Senior High School.

According to the census figures in 1980, the per capita income of Ware County ranks it 136 of 187 Georgia counties. The total county population by type of residence is classified as 64 percent urban, 31 percent rural-non-farm, and 5 percent rural-farm. Despite the census classification of the population as primarily urban, the entire Southeast Georgia area is relatively underdeveloped in terms of major industries and cultural opportunities. For example, the small town of Waycross serves as the major shopping center for people within a 45-mile radius. The closest cities of any significant size are Jacksonville, two driving hours away; Savannah, two and one-half hours; and Macon, three hours. Other than a two-year community college with approximately 450 students and a vocational technical school with nearly 300 students, the nearest opportunity for post-secondary studies is a four-year and graduate studies college in Valdosta, Georgia, which lies 90 minutes away. Nationally known state universities, such as the University of Georgia, Georgia Institute of Technology, and Emory University, are all four-and-one-half to five hours of driving distance away. Because of Ware County's remoteness from large Georgia cities, most city and county residents interested in the fine arts prefer the two-hour drive to Jacksonville, Florida.

Although the Ware County school district is rural in nature, if not by census definition, only 26 percent of the students have parents directly or indirectly associated with farming, agribusiness, or wood production. Twenty-nine percent of the parents

or guardians are classified as professionals. These include local business operators, dentists, lawyers, doctors, and school personnel. Forty-three percent work as managerial, clerical, skilled, or semi-skilled workers with industrial or manufacturing firms. The Seaboard Coast Line Railroad is the major employer, followed closely by two, national, mobile home, construction companies. Other manufacturing plants provide jobs in cigar making, honey processing, box construction, dryer felt production, and rubber production. The remaining two percent are employed in medical fields by the hospital, nursing homes, dentists, or doctors.

Educational levels of the parents or guardians of Ware County students vary considerably. Twenty-five percent have less than a high school diploma, while 37 percent have completed high school. Of the remaining 38 percent, 19 percent have some additional formal college or vocational training ranging from as little as one quarter to as much as three years, 10 percent have bachelor's degrees, and nine percent have advanced degrees. In the entire Waycross-Ware community, only about 12 percent of the adult population has a minimum of a four-year degree.

The ethnic composition of the student body remains essentially unchanged during recent years. Identifiable ethnic groups include Caucasian, 96.94 percent; Black American, 2.43 percent; Asian, 0.38 percent; and Hispanic, 0.25 percent. The school system has no students from a non-English-speaking background. Even the few students whose families have come from other language cultures have been speaking English for many years.

b. The Ware County School System

The Ware County central office is staffed by five administrative personnel: Superintendent, Director of Instruction and Staff Development, Director of Personnel and Federal Projects, Director of Pupil Personnel, and Director of Special Education. Other certificated personnel housed in the central office include the Director of School Nutrition, the Director of Public Relations, the School Psychologist, and the Migrant/Social Worker.

Although the central office staff had previously been relatively stable, significant changes, resulting from retirement, have recently occurred. In 1988, the superintendent, associated with the central office for nine years, entered his third year as Superintendent. The practicum-writer, Director of Instruction and Staff Development, had been part of the staff for seven years but began her third year in this position. The Director of Personnel and Federal Projects had completed her second year of administrative assignment. Both the Director of Pupil Personnel and the Director of Special Education were filling their first administrative positions in the 1988-89 school year.

The five elementary schools and the two secondary schools have also had a considerable change in administrators. After many years with no changes, four of the seven schools had new principals for the 1987-88 school year. The system also had three new assistant principals to replace those who had been promoted to principalships.

The seven schools were staffed by 211 teaching positions and 12 support personnel in media and counseling. The instructional staff is relatively stable. Approximately 69 percent, 145 teachers, have 10 or more years of teaching experience. Including retirements, movement out of the school district, voluntary leaves from the teaching profession, and system nonrenewals of teacher contracts, the average staff turnover each school year is approximately 10 to 12 percent. A long waiting list of applicants for each of the 15 to 30 available teaching positions generally makes active recruitment to fill vacancies unnecessary.

Board policy grants each 10-month certificated employee 12 1/2 annual sick leave days with full-pay computed on the basis of one and one-fourth (1 1/4) working days for each completed school month of service (Appendix A:80). Three of those days may be used for professional or personal leave if the request is submitted in written form three or more days in advance of leave time and approved by the principal and superintendent. Unused sick-leave days, but not professional- or personal-leave days, may be carried over from any individual school year and are cumulative up to a maximum of 45 sick-leave days.

c. Regional/National Status of the Problem

For the 1987-88 school year, the Georgia Department of Education substantially revised education standards and implemented tougher, comprehensive standards evaluated in each school district by one of the teams of rigorously trained state evaluators. For

most educators, the first awareness of many of the required standards came from reviewing the thick, three-inch evaluation standards notebook which arrived in September, 1987. One of the standards for which Ware County administrators were unprepared specified that the school district and each individual school would be monitored for lists of substitute teachers ranked from the most qualified to the least qualified. The characteristics used to determine the ranking were left to the discretion or interpretation of the individual school district.

In May, 1988, the Georgia Board of Education formally adopted an order of qualification for substitute teachers in grades kindergarten through 12. In descending priority, the six categories of classification were based on the following:

1. Possession of a valid teaching certificate.
2. Possession of an expired certificate based upon a baccalaureate degree or higher.
3. Completion of a baccalaureate degree or higher.
4. Completion of at least one or more years of post secondary training beyond a high school diploma.
5. Possession of a high school diploma.
6. Possession of a GED certificate.

Furthermore, substitute teachers in categories five and six could not work in any one classroom more than 10 consecutive days.

In addition, the policy mandated that all six categories required successful completion of four hours of initial substitute teacher training provided by the local education agency (LEA) or Regional Education Services Agency (RESA) before a person could be placed on the substitute teacher list. Each person who appeared on the substitute teacher list had to be approved by the local Board of Education or its designee.

Of the nine school districts served by Ware County's local RESA, Okefenokee RESA, none had training programs for substitute teachers or required board approval before persons could be used as substitute teachers. Only one school system provided a very simple substitute teacher manual, which was merely a collection of board policies relating to substitute teachers, the schedules for its four schools, and the names/positions/locations of all teachers and administrators. In addition, all of the other eight neighboring school systems were, like Ware County, relatively small school districts far removed from large cities with their educational institutions and opportunities for advancement in careers requiring college degrees. All shared the common problem of community "brain drain" as the majority of their college graduates ultimately moved to metropolitan areas to find employment. Consequently, none of the school systems served populaces with a high percentage of college graduates, and the corresponding list of available substitute teachers with valid teaching certificates or even baccalaureate degrees was even smaller.

Although every school district in the nation must have a substitute teacher program or an alternative to such a program, the amount of current research on the subject is limited. The most definitive review of the literature and research-based study found by the practicum writer, ERS Report: Practices and Procedures in the Use of Substitute Teachers (Education Research Services, 1979), contained data more than 10 years old. To overcome this problem, Georgia administrators, scrambling to comply with the new

systems. Only a few of the larger school systems had substitute teacher training programs or provided manuals to assist substitute teachers.

Chapter 2

IDENTIFICATION AND EVIDENCE OF THE PROBLEM

a. Original Problem Identification

One of the goals for the 1987-88 school year of the Ware County Staff Development Council, which the practicum writer chaired, was to provide a comprehensive staff development program to include all school personnel. Previously, the focus had been on inservice training for administrators, teachers, and paraprofessionals. Training for other employees had been haphazard or nonexistent, with the exception of the School Nutrition Program employees and the bus drivers whose directors scheduled frequent, quality programs. As a result of the Spring, 1987, staff development needs assessment, inservice training in 1987-88 became mandatory for the first time for secretaries, custodial staff, mechanics, and maintenance personnel. In April, 1988, however, when the first draft was published of the Georgia Board of Education's policy for substitute teachers, it became apparent that members of the Ware County Staff Development Council and the other employees whom they represented had not considered substitute teachers employees of the school system or realized their potential for instructional improvement through substitute teacher inservice training.

The acute realization by the practicum writer of her failure to plan staff development activities for a significant number of employees who interact directly with students on a frequent basis

caused an earlier worry to resurface and to become more defined. Earlier, in January, 1988, as central office and school administrators pooled expertise and resources in preparing for the February, 1988, application of standards by the state evaluators of standards, they realized that each individual school varied in its method of selecting substitute teachers from the school list of available substitutes. Some attempted to use all substitute teachers on the school list an equal number of times, without regard to qualifications which ranged from valid teaching certificates to high school diplomas. Other principals used two or three substitute teachers first and only called others on the list when their personal favorites were unavailable. None of the seven schools were using a ranked order of qualifications to determine which substitute teachers were asked to serve for absent teachers. Two immediate tasks had to be completed: (1) All substitute teachers had to be classified according to educational levels; (2) Each school principal had to prepare a ranked list of the substitute teachers who were available for the particular school. Since the standards for substitute teachers did not mandate the characteristics to be used in ranking substitute teachers, and contained a clause allowing the system discretion in selecting a person in a lower priority if that person had performed effectively on previous occasions, the system was adjudged in compliance with the standard for substitute teachers. The superintendent and the practicum writer, however, were concerned that the administration of the substitute teacher program was inconsistent from school-to-school and lacked central office planning and guidance.

The first vague indications that the school system needed to develop and implement a planned, researched, substitute teacher system focused into a real need with the emergence of the May, 1988, state board policy requiring initial substitute teacher training, defining the order of qualifications to be used in ranking substitute teachers, and specifying that the priority classification of available substitute teachers qualified in grades kindergarten through 12 should be followed in filling temporary vacancies of one-to-45 days in length. The practicum writer was given permission by the superintendent to examine the system data, to review relevant research, and to recommend and implement approved changes in the operating system.

b. Detailed Documentation of Problem

In preliminary background reading, the practicum writer encountered a startling statement: "The average student spends seven days out of every school year with a substitute teacher. That comes to 84 days (nearly half a school year) during 12 years of schooling (McIntire and Hughes, 1982:702)." To assess the scope of the problem, then, the first step was to determine how often the average teacher was absent during the 1987-88 school year and how this average number of days per student with a substitute teacher compared to the figure quoted by McIntyre and Hughes.

The attendance records of all individual employees, over 450 in all, had to be examined. Then, records of classroom teachers were sorted into categories based upon the number of absences; the

type of absence according to sick leave, professional leave, or jury duty; and the use or nonuse of a substitute teacher during the regular teacher's absence. The absences were tabulated with only seven teaching days remaining in the 1987-88 school year. Decimal numbers were used to account for absences of less than an entire day. (Table 1)

Table 1

1987-88 Classroom Teacher Absences
Requiring Substitute Teachers
(Sick Leave/Personal Leave)

Number of Days Missed Per Person	Number of Teachers in Category	Total Number of Days
0	11	0
1	10	9.75
2	13	26.50
3	16	44.25
4	16	65.00
5	14	66.25
6	24	148.50
7	22	159.25
8	18	138.50
9	15	139.50
10	11	111.75
Above 10	32	519.75
Subtotal		1,429.00
Leave days Not Deducted Against Teachers:		
Professional Leave		252.50
Jury Duty		42.50
Ten Teachers/Without Subs		92.75
Total Absences		1,816.75

In calculating the average number of days each teacher was not physically present for classroom instruction, every kind of situation was included. Absences included sick-leave and personal-leave days deducted against the teacher's annual number of sick leave days; excused absences which were not deducted against the teacher's allowed number of annual sick-leave days, such as professional leave for inservice training or jury duty; and absences by ten teachers, such as speech and language pathologists, for whom no substitute teacher could be used and instruction had to be suspended as students were absorbed into regular classes. The total number of days, 1816.75 days, was then divided by 211, the number of regular teachers, to calculate an average of 8.61 days per-year per-teacher in which instruction was either not delivered at all or was delivered by someone other than the regular teacher. Even after deducting absences beyond the control of teachers, professional leave and jury duty days, the average number of absences per teacher within the teacher's sphere of influence was (1,429 + 92.75) divided by 211) 7.21 sick-leave or personal-leave days. These averages were far higher than the practicum writer had anticipated. The high frequency of substitute teacher use clearly indicated that the Ware County System needed to address the quality of instruction being delivered by substitute teachers.

More evidence of the inadequacy of the functioning, substitute-teacher program emerged as the list of available substitute teachers was classified according to qualifications. (Table 2)

Table 2

Ware County Substitute Teachers:
Educational Qualifications
By Number and Percent
1987-88

Educational Background	Number	Percent
High School	82	75.2
Two Years College	4	3.7
Four Years College:	17	15.6
Baccalaureate Only	(9)	(8.3)
Teaching Certificate	(8)	(7.3)
Five Years College:	6	5.5
Masters Only	(2)	(1.8)
Teaching Certificate	(4)	(3.7)
Totals	109	100.0

Of the 109 substitute teachers who were employed during the 1987-88 school year, with the number of days used ranging from one day to 77½ days, 82 had only high school diplomas and four had completed two years of college training. Of the 17 with baccalaureate degrees, eight held teaching certificates. Four of the six with master's degrees also had teaching certificates. Thus, of the 109 substitute teachers who were used to teach classes, 75.2 percent lacked any formal education beyond high school, an additional 3.7 percent had only two years of college experience, and 21.1 percent held at least a four-year college degree.

In comparison to the number of available substitutes, the percent of college graduates with teaching certificates was 7.3 percent at the baccalaureate level and 3.7 percent at the masters level for a combined total of 11 percent with valid teaching certificates. Of the 14 substitute teachers with valid teaching certificates, six were seeking full-time employment, three were retired teachers, and five preferred not to work on a full-time basis.

Even taking into account the low educational levels of the community as a whole, the educational levels of the available substitutes did not meet the practicum writer's expectations for those delivering instruction to students. Since 75.2 percent of all substitutes being used had only high school diplomas, it was apparent that the system had been negligent in not providing inservice training in child development, classroom management, and instructional delivery techniques to those most likely to need such training.

A third aspect of problem evidence consisted of comparing the frequency of substitute teacher use in the school system in comparison to educational qualifications of available substitutes. This comparison is presented in Table 3. First, the practicum writer tallied the number of days for which each substitute teacher was credited part-day or full-day service and then sorted each of the 109 substitute teachers into groups according to the number of days each had taught and the highest educational level attained.

Table 3

1987-88 Substitute Teacher Frequency of Use
Compared to Educational Qualifications

	Number of Substitute Teacher, According to Highest Educational Level Attained			
	High School	2-yrs. College	4-yrs. College	5-yrs. College
Number of Days Used				
0-10	53	1	5	2
11-20	5		8	1
21-30	8	1	2	1
31-40	7	1	1	1
41-50	4			1
51-60	2	1		
61-70	1		1	
71-80	1			
81-90				
91-100	1			

Despite their relatively low percentage, the practicum writer had expected substitute teachers with the highest educational levels to be those who substituted with the most frequency. Such was not the case. Of the 12 substitute teachers used more than 40 days, only two had a minimum of a baccalaureate degree. In view of the fact that 6 of the 14 substitute teachers with teaching certificates were actively seeking full-time employment, they were

available and eager to substitute as often as necessary. Why, then, were 9 substitute teachers with only high school diplomas each used from 44 days to 97 days?

Another way of examining the number of days substitute teachers were used in comparison to their educational qualifications produced more useful information. The data are shown in Table 4.

Table 4

Percentage of Substitute Teacher Availability by Education Levels Compared to Percent of Use, 1987-88

Educational Level	Number of Substitute Teachers	Percent of Available Sub. Teachers	Number of Days of Substitution	Percent of Total Substitution Days
H. School	82	75.2	1208.25	70.1
2-yr. College	4	3.7	130.25	7.6
4-yr. College	17	15.6	260.75	15.1
- Degree	(9)	(8.3)	(107.25)	(6.2)
- Teaching Certificate	(8)	(7.3)	(153.50)	(8.9)
5-yr. College	6	5.5	124.75	7.2
- Degree	(2)	(1.8)	(22.50)	(1.3)
- Teaching Certificate	(4)	(3.7)	(102.25)	(5.9)
Totals	109	100.0	1724.00	100.0

Calculating the percent of teachers in each educational level who performed substitution services made it evident that, generally, children were being taught in the absence of their teachers by

substitute teachers with very little formal training. Substitutes with a minimum of a baccalaureate degree were used 22.3 percent of the time, and substitute teachers with valid teaching certificates were in the classroom only 14.8 percent of the days when the regular teacher was absent. Thus, certified substitute teachers were present in the Ware County classrooms a mere 255.75 days of the total 1,724 days for which substitute teachers were used. With the 92.75 days missed by teachers, such as speech language pathologists, for whom no replacement is possible and classes must be dissolved, the actual percentage of the time that classes are continued by a person as trained as the classroom teacher falls even lower.

With 7 of the 180 school days remaining at the time of analysis, the 1987-88 cost of the substitute teacher program was computed. The state allocates $125 per teacher to cover the cost of teacher absences. This amount is part of the total budget and could be used in other categories of the school budget if all of the sick-leave funds were not depleted by actual teacher absences. Each year, however, the Ware County School System must add some of its local tax dollars to the state's allocation to pay the cost of substitutes. In 1987-88, the system paid substitute teachers $47,829.16 through the first 193 school days. The school system received $26,375.00 for annual sick leave from the state department and collected $1,062.70 from teachers excused for jury duty, who gave the Board of Education the amount they received for serving as jurors to pay the substitute teachers so that sick-leave days would not be deducted against them. Thus, the system cost of Ware

County teachers' absences for the 1987-88 school year was $20,391.46, a significant amount to a small school system with a low tax base.

Teachers, too, indicated that they were dissatisfied with the quality of substitute teachers. When eight classroom teachers attended an all-day staff development work session on Thursday, May 26, 1988, all eight expressed their perception of substitute teachers as baby sitters. The consensus was that teachers must leave "busy work" for students because substitute teachers could not be trusted to introduce new content or to supervise the guided practice sessions when most real learning occurs. The committee strongly recommended that substitute teachers receive staff development training during the 1988-89 school year and that an effort should be made to improve the quality of substitute teachers.

c. <u>What Has been Done about the Problem in the Past</u>

Approximately five years ago, the school system instituted an incentive plan for the primary purpose of decreasing teacher absenteeism and, thus, reducing the frequency with which substitute teachers were employed. Teachers who used no sick-leave or personal-leave days received $200, and those using only one day received $100. Because the records of teacher attendance for previous years were, like those of the 1987-88 school year, handkept, they were contained in bulky notebooks which have been stored away, and the practicum writer was unable to locate them.

According to the personnel who recorded teacher absences and notified the payroll department when substitutes were employed, the incentive plan for teaching had made no discernible difference in the number of teacher absences which occurred each year.

Three years earlier, the school system superintendent had begun reporting the percentage of average daily student attendance and teacher attendance by schools. The superintendent, then, in the regularly scheduled meeting of the Board of Education, announced the school with the highest percentage of average daily student attendance and the school with the highest percentage of average daily teacher attendance. The result had been to heighten friendly existent rivalries among the school principals with no improvement in teacher attendance.

In order to prepare for the application of standards by the state evaluators, the superintendent, in January, 1988, asked each principal to supply him with a list of the substitute teachers in each school who had demonstrated successful performance in substitute teaching. Although no systemwide criteria for evaluating their performance was set and the principals made no classroom observations, that was the first attempt of any kind, crude though it was, to evaluate the performance of substitute teachers.

At the same time, principals were urged to purge their lists of poorly performing substitute teachers and to rank the satisfactory substitute teachers used in each school from higher to lower order of priority. An incident which had occurred in the late fall precipitated the superintendent's

unsatisfactory substitutes prior to the ranking of those on the list in order of educational levels. Earlier, a substitute teacher with a teaching certificate had managed to violate confidentiality rights of students, enrage the faculty members with criticisms of the teachers whose classes she had kept, unfavorably compare all public schools with the extreme religious private schools which her children had attended, and then to complain at the central office level because she was no longer being used although her credentials were superior to those called most often. Had the principal not expunged her name from the school's list, she would have been listed near the top of the priority order in terms of educational background, and, according to the evaluation standards, should properly be used before any substitute teacher lower on the list. Therefore, all principals purged their lists before ranking the substitute teachers, and the central office master list was revised to reflect their changes.

d. Probable Causes of the Problem in the Setting and in Literature

Although many factors influenced the poor operation of the substitute teacher system, probably none had more impact than the administrative failure to consider substitute teachers employees of the Board of Education who either contribute to or detract from the overall effectiveness of the Ware County School System. The system could not afford to overlook any avenues for instructional improvement when the national concern is for excellence in the public schools (National Commission on Excellence in Education,

1983). In contrast to the numerous studies linking the relationship between student academic achievement and the proportion of time students are actively involved in learning (Anderson, 1980), Ware county administrators had failed to realize how much academic learning time had been lost as substitute teachers "baby sat" for the average teacher approximately 9 of the 180 teaching days in each school year. The role of substitute teachers in fostering student learning needed to be reassessed. The school system had to include them in its planning and training programs to ensure quality, uninterrupted instructional programs.

A second probable cause of the school system's ineffective substitute teacher program was the scarcity of educationally-qualified substitute teachers. According to the ERS Report (Educational Research Service, 1979,13), the majority of small systems comparable to the Ware County School System require the same minimum academic degree for both substitutes and regular teachers. Of the small school systems responding to the survey, 60.8 percent of the systems fell into this category, and only 39.2 percent did not require the same minimum academic degree for both substitute and regular teachers. Additionally, 62.3 percent of the respondents required the same minimum teacher certification for both substitute teachers and regular teachers. The average percentage of substitute teachers holding the same minimum academic degree as that required of regular teachers was 81.7 percent, and the average percentage of substitute teachers holding the same minimum teacher certification as that required of regular teachers was 81.0 percent.

Another comprehensive survey of substitute teachers programs in 1,728 school districts, with the sample ranging from small districts with fewer than 1,000 students to large districts of more than 10,000, found that 77 percent of the school districts required professional teacher certification as a minimum for employment of substitute teachers (Koelling, 1983). These national figures contrasted sharply with Ware County's own substitute teachers: 21.1 percent with the same minimum academic degree and 11.0 percent with the same minimum teacher certification as those required for regular teachers. With 82 substitute teachers holding only a G.E.D. or high school diploma, Ware County was far below the national average in the educational level of the substitutes who were employed. Because no one had considered the potential impact of substitute teachers on instruction and the list of those wishing to be employed had always been long, the system had never recruited substitute teachers. Yet, recruitment of persons with a minimum of a baccalaureate degree and/or a valid teaching certificate was the surest way to increase the number of qualified substitute teachers (Stommen, 1987).

A third probable cause of the problem was the system's failure to require regular teachers to prepare adequately in order to increase the effectiveness of substitute teachers (Nelson, 1983). Although each teacher was expected to leave lesson plans, no evaluation had been made of those plans by the principal or the substitute teachers who executed them. According to principals and 27 of 63 substitute teachers responding to a survey, the lesson plans left by the teacher were often those written in abbreviated

form for the regular teacher's own use and were, thus, incomprehensible or not very helpful to the substitute teacher. Beyond being asked to leave room keys, lesson plans, and class rolls, teachers had been given no other directions.

Although no emergencies had occurred while students were in the charge of substitute teachers, the consequences could have been drastic if any of the children with diabetes, epilepsy, asthma, or other serious medical problems had had attacks with persons not aware of their conditions. Additionally, substitute teachers were not aware of the school regulations for fire-drills and severe weather conditions to avert possible harm to the students in their care. None of the principals indicated that substitute teachers were given copies of procedures for emergency evacuation or for severe weather conditions. When the practicum writer contacted the other eight school systems in the Okefenokee RESA district to determine the kinds of information provided by classroom teachers to substitute teachers, only one school system required its teachers to prepare folders containing the information previously discussed and to keep these updated folders on file in the principal's office.

One final contributing factor to the problem was the school system's failure to provide initial substitute-training sessions prior to employment or to extend that training with systematic inservice sessions. Substitute teachers had not had orientation programs to inform them about relevant Georgia board policies, specific Ware County policies and regulations, their legal responsibilities, organization of the school system, or channels

for assistance. An even more drastic omission was the failure to include substitute teachers in effective teaching training programs, particularly since 97 of the 109 substitute teachers, or 89 percent, employed during the 1987-88 school year did not hold teaching certificates.

Chapter 3

TERMINAL OBJECTIVES

a. Objectives Related to Problem Documentation Evidence

1. As a result of an August, 1988, workshop, all available substitute teachers would receive initial substitute-teacher training in a four-hour, one-day workshop
2. As a result of five two-hour October, 1988, workshops in Assertive Discipline, with attendance voluntary, 25 percent of the substitute teachers who attended the initial orientation session and were thus eligible for employment during the 1988-89 school year would receive training in classroom management as compared to none in 1987-88 with classroom management training.
3. As a result of the one-day, four-hour August, 1988, orientation session for substitute teachers, all substitute teachers for the 1988-89 school year would receive training in child development as compared to none who received training in 1987-88.
4. As a result of four 8:00 A.M. to 4:00 P.M. workshops, with attendance voluntary, in effective instructional delivery techniques, 25 percent of the substitute teachers employed during the 1988-89 school year would attend at least one day of

training as compared to none during 1987-88 who received training in effective teaching strategies.

b. Objectives Arising from Probable Cause Evidence

As a result of inservice training during the fall of 1988, all regularly employed classroom teachers would prepare specific information sheets to be left in the principal's office until needed by substitute teachers and would be evaluated by the principal for the fulfillment of this responsibility.

c. Objectives Projecting Critical Process Outcomes

As a result of feedback from teachers, administrators, and substitute teachers, during the summer and fall of 1988, a substitute teacher handbook would be prepared by September, 1988, to disseminate information about administrative procedures and effective teaching practices to all system substitute teachers.

Chapter 4

DECISION ON STRATEGY

a. Research Findings

Most of the literature addressing methods of increasing the effectiveness of substitute teachers either emphasized better orientation and training programs for substitute teachers or suggested guidelines and training tactics to enable classroom teachers to prepare better for substitute teachers (Frosch, 1984). One exception worth noting was an article by Rundall and Terrell (1985) which stressed the need to minimize the student's sense of disruption when the regular teacher was absent. In order to improve the instructional quality of substitute teachers, they recommended the following unique approaches:

1) Whenever possible, a teacher should notify the students in advance of an impending absence to lessen the shock of the transition from regular teacher to substitute teacher.
2) The school should employ more-or-less permanent substitute teachers who are integrated into the school's social structure so that students and substitute teachers know each other, thus lessening for students the shock of an unknown authority figure.

Their other ideas, such as having good lesson plans for substitute teachers, were fairly traditional although they were examined from the viewpoint that keeping the child busy with quality learning

experiences would soften the trauma of having an instructor other than the regular teacher. Their final point, that paying substitute teachers equally as well as regular teachers so that they received an equivalent day's pay for each working day, also was looked at in terms of its impact on students. Better pay, they argued, would attract more professionals into the job market of substitute teaching and, thus, help children. Although he was citing statistics and not discussing substitute teacher pay in terms of its effects on students, Koelling (1983), too, in his comprehensive survey of nearly 2,000 school districts, found unanimity in the low pay, usually between $30 and $40 per day, and ambiguous employee status given to substitute teachers.

Several studies concentrated on assessing the needs of substitute teachers to determine what regular teachers should provide to them and what orientation and training programs should include. In one survey of substitute teachers in 10 counties in West virginia, the responses of 175 substitute teachers were analyzed and classified into several categories of information which they felt would be most valuable. A content analysis of the responses by Deay and Bontempo (1986) resulted in the categories being ranked in order of needed information according to the frequency of mention by the substitute teachers:

1. Classroom rules and procedures.
2. School rules and regulations.
3. Professional role of substitute teacher.
4. Organizing and managing activities

5. Discipline.
6. Learner differences.
7. Knowledge of program.

Another group of researchers (Mastrian, King, and Pascale, 1984) reviewed the literature on substitute teaching and collated the needs and concerns they saw reflected there into a 50-item survey instrument for elementary school substitute teachers. The questionnaire was validated and can be used to generate information about the kinds of inservice training needed for substitute teachers in nine areas:

1. Student information.
2. Community characteristics.
3. Building staff personnel.
4. School philosophy and policies.
5. School building physical facilities.
6. District and/or building facilities.
7. Curriculum and instruction.
8. Lesson plans
9. Classroom discipline.

Each of the nine areas corresponds to a subscale on the questionnaire and is not placed in any priority order. In another literature review (Educational Research Service, Inc., 1979,3), substitute teachers identified the areas which they found to be problems:

1. Available and adequate lesson plans.

2. Enough advance notice for assignment.
3. Enough information on their students.
4. Information on rules and procedures particular to their school.
5. Status afforded the regular teacher.
6. Necessary orientation and inservice assistance.
7. Assignments in their field of training.

Although each of the three articles discussed used different terminology and varied in the approach used for assessing the needs of substitute teachers, all of them had highly similar lists of needs. For example, Deay and Bontempo (1986) found that substitute teachers need to know more about the professional role of the substitute teacher while the Education Research Service (1979) discovered that substitute teachers were concerned that they were not given the status of the regular teacher. Although the phrasing was particular to each group of researchers, the underlying concerns of substitute teachers, regardless of the study in which they participated or their own geographical area, seemed to be the same.

The research which focused on ways the regular teacher can be trained to improve the effectiveness of the substitute teacher had certain common strands. According to Deay and Bontempo (1986:361), "There is a clear need for teachers and principals to organize the classroom and school environment to integrate substitutes quickly into the usual routine." The most frequently mentioned method of doing this was to provide substitutes with folders which contained

floor plans of the school, a schedule of classes with teachers' names and room numbers, lunch times, bell schedules, keys to normally locked rooms, locations of teachers' rest rooms, and any specific school policies on discipline, dismissal, hall passes, and so forth (Deay and Bontempo, 1986). Nelson (1983) added detailed lesson plans and an accurate seating chart. Booth (1981:37) echoed Nelson, saying that a substitute "is crippled without three basics: lesson plans, an attendance roster, and seating charts." To ensure that substitute teachers have well-written lesson plans, he suggested that all classroom teachers should be required to file emergency lesson plans. To the list of basic information about the classroom which the regular teacher should prepare for the substitute, Stommen (1987) included school and classroom rules, fire-drill procedure, information about any children with special needs, and the name of a nearby teacher to serve as a resource. Frosch (1984) stressed that a nearby teacher or administrator should be assigned to respond immediately to each substitute teacher calling for assistance.

A second common responsibility cited for regular teachers was making students aware that they are accountable for their learning and their behavior when the regular teacher is absent (Stommen, 1987). Nelson (1983) also indicated that classroom work done during the teacher's absence should be checked, graded, and returned to students. The regular teacher must convey to students the expectation that learning will continue to occur and that the substitute teacher will provide the regular teacher with a detailed report of the class behavior and learning process.

Finally, regular teachers need to grant more status to substitute teachers. One respondent to a survey of substitute teacher needs wrote, "I would like to help dispel the notion that subs are not 'real' teachers," (Deay and Bontempo, 1986:360). Seney, as cited by Educational Research Services (1979), said:

> I guess what I crave is status. Frankly, it's what every substitute teacher craves. Note that when I speak to the class I say, "I'm your teacher for today." I avoid the work "sub"; I no longer use it when everyone around me uses it. In this tiny way, I'm trying to educate THEM to the effect that I am a person, that I have something of my own to offer, and that I am, under sometime perilous conditions, attempting to carry out the wishes of that other excellent person: The Teacher (Education Research Services, 1979:3).

This same motion that teachers do not recognize the value of substitute teachers or acknowledge them as peers was eloquently discussed by Pronin (1983) in her book for substitute teachers:

> Some subs are still bothered over the loss of their own identities. "When I was asked, 'Who are you?" at a school, I replied, 'Elsa Poole,'" writes a lady from Athens, Ohio. "But the questioner looked at me blankly, Finally, she asked rather frostily, 'I mean, for whom are you subbing?'"
>
> Others take the change of hats in stride. "I realize," writes Ann Fahey of Washington, "that the teacher means no disrespect by asking me, 'Who are you today?' It's simple curiosity and sometimes a conversation - opener. I just smile and tell him <u>both</u> my names." (220).

Stommen, a veteran classroom teacher who later substitute taught for three years and eventually became an assistant principal, wrote her own version of the substitute teacher's lack of professional standing:

> If I asked a teacher questions, I was made to feel inadequate; if I asked students, I seldom got straight

> answers. At lunchtime I usually ate alone - teachers and other staff members talked around me but rarely included me in the conversation. It wasn't a pleasant experience, and I didn't feel very useful. And considering that I had a decade of full-time classroom experience behind me, the school systems that hired me as a substitute certainly weren't taking advantage of my abilities or my experience (1987:43).

Regular teachers need to be made aware of their attitudes toward substitute teachers. If school systems are to attract substitute teachers with educational degrees and teaching certificates equivalent to those of the regular teachers, the professional status of substitute teachers and their integral role in the total school program must be duly recognized.

Most of the literature espoused the view that the substitute teacher is the key for improving the effectiveness of the substitute-teacher program. In spite of this, Koelling (1983) found that over three-fourths of the 1,728 respondent school districts in his study had no formal programs for either orientation or inservice training. An average of only 35 percent of all districts had developed handbooks for substitute teachers. The kind of training recommended included the legal status/confidentiality requirements of substitute teachers (Copeland, 1984), orientation to the school and school district (Booth, 1981), and effective teaching characteristics (Dilanian, 1986). Although they do not refer to effective teaching practices by name, the Houston program for Effective Substitutes described by McIntyre and Hughes (1982) is a training program which teaches the kind of instructional and management skills needed for the regular teacher or the substitute teacher to be successful in

fostering learning in the classroom. Thus, these are the same skills that appear in the recommendation for effective teaching skills.

b. Analysis of Problem Setting

The mandates of the Georgia Board of Education that all substitute teachers employed during the 1988-89 school year must have completed an initial four-hour training program and that principals must select the most qualified substitute teachers on every occasion from the school or system's prioritized lists create a very favorable climate for developing and implementing a systematic, substitute-teacher program. The system's inability to meet even minimum state requirements if it continued to function as it had in the past made administrative personnel aware that the program needed careful examination and planning for improvement. Also, the realization that substitute teachers are employees of the Board of Education, coupled with the Superintendent's directive that all personnel would receive annual evaluations and have staff development opportunities, made it imperative that the substitute-teacher program be quickly revamped in design and focus.

However, some constraints did exist. For one thing, the practicum writer had very little time to plan and prepare a four-hour inservice session to be held during the second week of August and even less time to notify formerly-available substitute teachers of the new policy which affected them. Second, the recruitment of additional substitute teachers with minimum qualifications of baccalaureate degrees or teaching certificates would be difficult

in a community with a low incidence of college-educated adults, particularly since the nearest four-year college is one-and-one-half-hours away. For the smallest school, with only 122 students enrolled during the ninth month of 1987-88, finding substitute teachers with college degrees seemed to be impossible. Located 30 minutes away from town, the isolated school does not attract many outsiders willing to travel such a distance twice a day for a substitute teacher's salary. The school's 1987-88 list contained only nine names of substitute teachers, all of whom resided in the community and whose highest educational level was a high school diploma.

Another problem with recruitment was the low salary paid to substitute teachers. A substitute teacher holding a Masters degree and a teaching certificate earned less per day than a paraprofessional with only a high school diploma; yet, a substitute teacher is legally able to supervise and teach children, while a paraprofessional, who does not have legal responsibility, cannot be allowed, unattended by either a teacher or substitute teacher, to supervise students (Appendix B:88).

One final constraint was the limits of the practicum writer, who had many system responsibilities and assignments. She was serving as system trainer for the Georgia Teacher and Georgia Leadership Evaluation Instruments, a project which required 16 full-days of training. As staff development coordinator, she oversaw all training of teacher-coaches for Ware County's own effective-teaching-based evaluation instrument, was changing the entire process of staff development to a needs-based,

individualized (or school-based) program, was preparing a first-time staff development handbook for the 1988-89 school year which allowed personnel to pre-select the times and dates of the inservice sessions appropriate for their needs and/or interests, and was coordinating the review and revision of the Language Arts curriculum, Kindergarten through grade 12. She also handled certification and re-certification of all personnel and was involved in a program to orient beginning teachers to the profession and to the state-required on-the-job assessment for new teachers. She was preparing a handbook for new teachers which included basic information about the school system and provided an overview of the effective teaching practices emphasized in the school system. Also, she had been assigned to find academic ways to challenge the top 20 percent of Ware County's students, kindergarten through grade 12, and had just begun a joint summer program with the independent city school system, grades three through five, for academically talented students. Another assignment was to ensure that students in each classroom received instruction at the appropriate level according to their abilities, rather than all being taught from the same page, and educating teachers and principals to allow capable children to progress ahead of their classmates into higher grade levels. Finally, she functioned as curriculum director, a full-time job with its inherent duties. Because the Ware County School system is small, she had no other personnel to whom she could delegate assignments.

c. Most Promising Strategies

Most of the literature reviewed clearly emphasized two possible strategies for improving substitute teacher programs: (1) provide substitute teacher orientation and inservice training; and (2) require adequate preparations by administrators and regular teachers in order for substitute teachers to succeed. Many of the authors advocated a combination of both strategies.

The Houston Program (McIntyre and Hughes, 1982) provides substitute teachers with 20 two-hour inservice classes that are specifically designed for them. Two important assumptions underlie the curriculum: (1) Substitute teachers generally do not know the students with whom they work, and they must rely on behavior management skills to bring the classes under control. Therefore, part of the inservice training teaches substitute teachers how to use behavior modification and other principles of learning, such as positive reinforcement and the use of motivation, in order to encourage appropriate student behavior. (2) Substitute teachers are teachers, and they need to be taught essential teaching skills. For example, they must learn how to supply prompts to students, how to use questioning to improve classroom participation and to challenge student higher level thinking skills, how to determine the appropriate level of difficulty for each student on any assignment, how to follow a lesson presentation design, and many other effective teaching skills needed by any teacher, whether the regular teacher or the substitute teacher. The Houston Program appears to be very comprehensive and to be a viable alternative for improving substitute teachers.

Other researchers also advocated staff development programs to improve the quality of substitute teachers. Kraft (1980) recommended that substitute teachers attend regular teacher inservice programs, faculty meetings, and parent-teacher organization meetings. In addition, he suggested that school systems should hold annual seminars to explain innovations in education to substitute teachers. Drake (1981) suggested the principal should assume responsibility for providing inservice orientation and ensure more effective use by substitute teachers through setting standards in teaching and management for which the substitute teacher is held accountable. Stommen (1987) argued that on-the-job training sessions, for which attendees receive small stipends, should be provided to new substitute teachers and that all substitute teachers should be encouraged to continue their inservice training by observing regular classes.

The second promising strategy, recommended by Stommen (1987), emphasizes better preparations by regular classroom teachers and supervision by administrators in order to make substitute teachers more successful. Regular teachers should prepare standard forms describing their students and classroom procedures, including seating charts, building floor plans, fire-drill procedure, and other relevant information. In addition, Stommen (1987) recommends that one person in each school, either the principal or his designee, should be assigned to coordinate the substitute teacher program. Additionally, evaluation should be a component of the process. According to Stommen (1987), substitute teachers want to be evaluated, either formally or informally, so that they can have

feedback about the success of their teaching. Kraft (1980) also suggests that substitute teachers be allowed to evaluate the assistance they receive from teachers and administrators.

d. Selected Strategies

The primary emphasis was upon orientation and inservice training for substitute teachers. Because the Georgia Board of Education required an initial four-hour training program for all substitute teachers prior to their use in 1988-89, developing an orientation program appropriate for all Ware County substitute teachers was a high priority. Additionally, the writer believed that the quality of classroom instruction would be higher if substitute teachers were provided with inservice training in the delivery of instruction and in classroom management skills. The frequent employment of substitute teachers with the minimal educational requirements meant that substitute teachers generally operated intuitively because they had not been trained in effective instructional strategies or behavior management.

Second, regular classroom teachers needed to prepare adequately for substitute teachers. This strategy required several components. Initially teachers had to be made aware of their attitudes about the role of the substitute teacher and the manner in which this impacted upon the effectiveness of substitute teachers in the classroom. Second, principals were approached and diplomatically encouraged to require each teacher to compile a folder for substitute teachers which included an attendance roster,

a seating chart, an emergency evacuation plan, fire-drill plan, information about students with special emotional or physical problems, schedules for students with special classes, names of a student and a nearby teacher who could provide assistance, and other relevant information. Finally, both the regular teacher and the substitute teacher were asked to complete evaluation forms. The substitute teacher rated the assistance received from teachers and administrators, the quality of the teacher's folder, and the scope of the lesson plan. In turn, the regular teacher evaluated the substitute teacher in terms of following the lesson plan, adhering to specified procedures, and leaving adequate information for the regular teacher regarding the day's work.

Third, a plan for the systematic use of substitute teachers was developed. This plan included the way principals selected substitute teachers from the lists of those available, particularly in terms of educational qualifications, and a system for monitoring the use of substitute teachers in all seven schools. One idea which was considered was the recruitment of substitute teachers with teaching certificates who could then be used on a more-or-less permanent basis (Rundall and Terrell, 1985). Consequently, fewer available substitute teachers would be needed, and the qualifications of those who were selected to be used in this manner would be far superior to the 109 substitute teachers who had been used indiscriminately during the 1987-88 school year.

Chapter 5

Implementation Design

a. Major Elements in Implementation Design

In order to improve the planning of the substitute teacher program and to increase the likelihood of its acceptance, the practicum writer consulted with the Superintendent, the central office administrators, principals, teachers, substitute teachers, and Okefenokee Regional Education Services Agency (RESA) consultants. She used formal meetings, informal conversations, and survey forms to obtain the maximum amount of input for the three elements selected for the system-wide substitute-teacher program: (1) the development of a plan for the systematic use of substitute teachers; (2) the requirement of adequate preparations by administrators and teachers; and (3) the provision of orientation and inservice training for substitute teachers.

With the leadership and support of the superintendent, the writer designed the system program for substitute teachers. Using the Georgia Board of Education policy for substitute teachers, she wrote a policy for Ware County Schools which established an order of educational qualifications for substitute teachers, required successful completion of initial substitute teacher training before a person could be placed on the substitute teacher list, required that principals select substitute teachers from an approved list issued by the county office of qualified substitute teachers who are ranked according to priority classifications, and mandated that

each person whose name appears on the substitute teacher list must be approved by the local board or its designee (Appendix C:91). In July, 1988, the Superintendent then recommended the Substitute Teacher Policy to the Ware County Board Members. The policy was adopted without change in August 1988, and the Superintendent named the writer as coordinator of the program and the designee of the Board to approve eligible substitute teachers. During an administrative meeting, the Superintendent gave credibility to the writer's administrative functions by outlining the systematic selection procedure to be used in securing substitute teachers. He emphasized the requirement that each principal begin every school day by calling the highest ranked substitute teachers on the school's approved list before calling substitute teachers in descending categories. In addition, he described the writer's role in approving substitute teachers, preparing lists of ranked substitutes for each school, and monitoring the use of substitute teachers. The writer also presented the principals with a brief overview of her research dealing with the numbers of teacher absences in 1987-88 and a summary of the educational qualifications of the substitute teachers used to replace the absent teachers. Most appeared surprised, and two of the principals, quickly followed by the others, requested statistics for their own particular schools.

After this meeting, the writer concentrated on improving preparations by administrators and classroom teachers for substitute teachers. She visited each principal in the school to share the results of the substitute teacher survey. Because the

results were generally very positive, principals were shown the forms of the substitute teachers who worked in their schools. These informal conversations were used by the writer to mention casually to each principal the ways that regular teachers could improve substitute teacher effectiveness, such as preparing seating charts, information about children with special emotional or physical problems, schedules for children with special classes, names of students or teachers who could provide assistance, and other kinds of information. In the course of the conversation, the writer was able to assess whether or not the principal was amenable to requiring these preparations by the faculty, and each principal did agree that their use would be beneficial to substitute teachers. Additionally, the principals were asked to suggest material which they felt should be included in the Substitute Teacher Handbook, topics for the orientation and inservice training of substitute teachers, and ideas for streamlining the management of the program so that it meant less paperwork for them without jeopardizing the effectiveness of the program. Although one principal complained about the necessary documentation, all the other principals were very positive. Several principals asked if their school secretaries, who generally call the substitute teachers for work, could provide the necessary documentation. Since that seemed to be the most practical method, the writer realized that school secretaries would require training on the substitute teacher selection procedures and relevant policy.

To prepare for the third element of implementation, orientation and inservice training for substitute teachers, the

writer synthesized input from central office administrators, comments from teachers at grade level meetings, suggestions by principals, survey results from a substitute teacher questionnaire, and topics offered by RESA consultants. Because the majority of available substitute teachers had only high school diplomas and no relevant experience for teaching, the consensus was to provide staff development training in the three major areas: (1) child development, (2) classroom or behavior management, and (3) instructional delivery techniques. In addition, the Ware County Staff Development Council recommended that substitute teachers be invited to attend any or all relevant staff-development activities provided for regular teachers.

b. Detailed Plan of Implementation

In a May 1988 administrative meeting, the Superintendent introduced principals to the new substitute teacher policy passed by the Georgia Board of Education. In emphasizing its major changes, he informed principals that they had to change their methods of selecting substitute teachers for 1988-89. Rather than calling one or two preferred substitutes for each needed substitute or calling every substitute on the school list an equal number of times, they were expected to select substitutes from a ranked list of available substitutes. Whenever a substitute teacher was needed, they were to begin with teachers in the first priority. Only when they failed to procure a substitute teacher from the first priority were they to call teachers in the second priority

and so on through the other four priorities. The writer then gave each principal a copy of the order of qualifications in six descending categories:

1. Possession of a valid teaching certificate.
2. Possession of an expired teaching certificate based upon a baccalaureate degree or higher.
3. Completion of a baccalaureate degree or higher.
4. Completion of at least one or more years of post secondary training beyond a high school diploma.
5. Possession of a high school diploma.
6. Possession of a GED certificate.

The writer also notified principals that the new policy also mandated successful completion of four hours of initial substitute teacher training provided by the local education agency (LEA) or RESA before a person could be placed on the substitute teacher list. Also, each person who appeared on that list had to be approved by the local Board of Education or its designee.

Principals who spoke in the meeting expressed their dislike of selecting substitute teachers by the categories. Two reasons for their dissatisfaction were given. First, higher educational requirements do not necessarily mean that the substitute teacher is more effective. One principal mentioned a substitute in the fifth category, possessing a high school diploma, who outperformed every other substitute teacher on the school list. According to the new guidelines, that principal would be able to call the substitute teacher only after failing to secure one from the first four categories. Second, several of the smaller isolated elementary schools were unlikely to be able to attract substitute teachers in the higher categories. Already having difficulty finding substitute teachers for absent teachers, one principal

commented on the scarcity of people who were willing to travel 30 minutes to reach his school for substitute teacher pay. Because that principal recruited heavily in his own school area to find available personnel and none of those willing to substitute teach there had educational qualifications higher than high school diplomas, he expressed fear that he would not be able to secure substitute teachers when they were needed.

The writer responded to the first reason by suggesting that principals purge their substitute teacher lists even more thoroughly than they had done earlier in January. The principals were asked to remove the names of substitute teachers, even with higher educational attainments, with whom they were dissatisfied. The writer asked them to send to her the list of substitute teachers whom they wished to continue to employ and the names of any new candidates they wished to recommend. Using their lists, the writer planned to notify each substitute teacher given a satisfactory performance rating during the 1987-88 school year and new applicants recommended by the principals of the changes in the substitute teacher policy and of the date of the scheduled orientation workshop. The second principal who worried because he had no available substitutes in the first four categories was mollified when the selection procedure was explained. Because principals called substitute teachers from their approved school lists in descending priority, they began with the highest category on their particular school's list. In the event that the fifth category was the highest on a school list, the principal would begin with that category.

On May 20, 1988, the writer attended a meeting of the Okefenokee RESA Staff Development Council. Made up of staff development coordinators from the nine school districts served by RESA, the council members discussed the newly adopted Georgia Board of Education policy for substitute teachers and common concerns about its implementation. The RESA director offered the services of the RESA consultants to systems preferring not to conduct their own local orientation workshops for substitute teachers. Generally, the coordinators from the six smaller systems elected for RESA to handle the training while the coordinators from the larger systems, of which Ware County was one, decided to set up their own customized programs. After the meeting, the RESA director again offered the writer the services of the RESA consultants to present individual session on topics identified and planned by the local school system.

On May 25, 1988, the writer met with the RESA consultant assigned to assist the Ware County School System with its substitute teacher planning. The consultant showed the writer four, sample, substitute-teacher handbooks from other Georgia school districts but they were of such poor quality that they generated no new ideas for the Ware County handbook. After the writer explained the format envisioned for the substitute teacher orientation workshop, the consultant volunteered to teach substitute teachers about the developmental stages of children and their implication in the classroom. Together with other Okefenokee RESA consultants, she had already prepared and delivered numerous times to other educators a session called "Ages and Stages of

Children." After listening to a summary of the workshop and examining the accompanying handouts, the writer scheduled the RESA consultant to teach the child development inservice training during the required four-hour session.

In June 1988, the writer performed numerous tasks. First, she used the Georgia Board of Education policy for substitute teachers to draft a local policy and presented it to the Superintendent for his approval and subsequent recommendation to the local board. Second, she collected the lists of substitute teachers recommended by principals for employment during the 1988-89 school year and began compiling a mailing list. Third, she prepared a form for principals to complete which detailed substitute teacher program information for individual schools (Appendix D:93). Fourth, she compiled a survey form to be completed by substitute teachers previously employed in the school. This form asked respondents about interest in attending regular-teacher inservice sessions and for opinions about problems facing substitute teachers in the classroom (Appendix E:95). Fifth, she worked on the agenda for the required four-hour workshop by informal meetings with other central office administrators, securing two of them for presentations in their areas of expertise relevant to the areas of need -- instructional delivery techniques and child psychology in terms of management.

Beginning July 5, 1988, the central office sent out notices of the changing substitute teacher program to all substitute teachers recommended by principals. In addition to the letter informing them of the four-hour workshop required prior to their

employment in the 1988-89 school year and of the order of qualifications to be used in selecting substitute teachers, each person received a copy of the proposed Ware County policy for substitute teachers and of the substitute teacher survey form (Appendix D:93). Persons applying after that date for substitute teaching were also given copies of the letter, Board policy, and survey form.

Also, in July the Superintendent presented the substitute teacher policy to the board for its first reading. Meeting no resistance, it was tabled for final approval in the August meeting. Meanwhile, the writer acquainted two key office personnel with the specific details of the substitute teacher program, the secretary assigned to her part-time and the assistant clerk responsible for substitute-teacher payroll. In addition to performing secretarial tasks for four central office administrators, the secretary also answered the telephone, greeted visitors, and distributed and received employment applications. Therefore, she was the person most likely to be asked questions about the program by telephone callers and by persons applying in person. She was also the person to whom school secretaries would most likely direct their questions. Finally, she was the person who would put into the computer the relevant information from each application approved by the writer. Because the category to which an applicant was assigned determined the frequency of calls to substitute teachers, the writer believed it imperative to train the secretary to double check on all category assignments. The assistant clerk received monthly sick-leave reports and the record of each substitute

teacher used every day from each school secretary. Using these reports, she prepared payroll information for each substitute teacher, based upon the Board's salary scale for different educational levels. In addition to serving as another check of the practicum writer's assignments of substitute teachers to one of six categories, the clerk was in the position to monitor who was selected by the school to substitute teach. Using the list of approved substitutes, she could help the writer ensure that only persons attending an initial workshop, meeting all other requirements, and approved by the writer were used as substitute teachers.

At the end of July and the first of August, the Superintendent authorized a paid advertisement in the local daily newspaper aimed at recruiting persons with college degrees to apply for substitute teaching. Designed by the public relations director, the advertisement employed humor to catch the attention of the newspaper's readers (Appendix F:97). Although the advertisement mentioned a valid teaching certificate, the immediate applicants were 14 persons with high school diplomas, one with two-years of college credits, and one with one-year of vocational child-care credits. Discouraging as the initial results were, at the end of three weeks new applicants included ten teachers with valid Georgia certificates, one with a baccalaureate degree, and one with an associate degree.

In the meantime, on August 2, 1988, the writer gave each principal a survey form requesting substitute program information on the individual school (Appendix D:93). Returned two days

later, the forms allowed each principal to specify who would be responsible for calling substitute teachers, to whom substitute teachers reported, and so on. Each principal's responses were then typed and placed in the substitute teacher handbook being prepared. In addition, each principal was asked to suggest other information which should be included in the handbook, but no new ideas were provided.

During the administrative meeting during the second week of August, the Superintendent again gave credibility to the substitute-teacher program by outlining its structure and emphasizing the necessity for all to cooperate in the systematic use of substitute teachers. The writer gave principals copies of her research into teacher absenteeism for the previous year (Appendix G:98). In the ensuing discussion, the writer was asked to help principals analyze the data for their own particular schools and to provide additional copies of the research so that principals could distribute them to teachers in their faculty meetings. The interest in teacher absenteeism made principals more receptive when they were asked to assist teachers in improving the quality of substitute teaching. No one complained when they were asked to require all teachers to maintain a current seating chart and a Substitute Teacher Special Information sheet (Appendix H:102). Again, the order of qualifications for substitute teachers was explained, and principals were reminded not to select substitute teachers from a lower priority until they had exhausted all the possibilities of a higher priority. Finally, they were reminded to make sure that persons whom they wished to employ as

substitute teachers attended the required orientations session scheduled a week later.

On August 17, 1988, the Ware County School System conducted its first orientation workshop with 76 participants in attendance. Because this session was mandatory for all substitute teachers before they could be employed and subsequent inservice training was optional, the central office administrators incorporated strands from all three major content areas selected for emphasis: classroom management, child development, and instructional delivery techniques (Appendix I:103). The federal projects director used Madeline Hunter's research on using sponges to make waiting time become learning time and learning modalities to improve student involvement. The Director of Pupil Personnel, a former counselor, provided hints for the classroom based on supporting and encouraging students and outlined low profile strategies for dealing with young people. A RESA consultant used child development theory to explain behavior most likely to occur at specific ages. The writer explained the format of the Substitute Teacher Handbook which was given to all participants, specific school procedures, and the legal responsibilities of substitute teachers. In addition, she introduced two teaching strategies: the use of Madeline Hunter's lesson presentation design and the appropriate use of the chalkboard. All four presenters used active individual or group participation, and the participants appeared to be very interested and involved in the session. During the mid-morning refreshment break, conversations were enthusiastic and many discussions about the first two sessions were heard. At the end

of the four-hour period, each participant was asked to evaluate the morning's orientation, using the standard George staff development evaluation form (Appendix J:104). Most gratifying, however, to the writer, were the comments of six participants with teaching degrees who had previously been teaching in a small, prestigious, private school in the county. They were enthusiastic about the exposure to research-based teaching strategies, and one after another thanked the writer for the opportunity to refresh their knowledge and to rekindle their joy in teaching. Others with high school diplomas were as complimentary. Many of the participants stayed after the meeting to speak to the writer about the four presentations with comments ranging from their practicality to the interest they evoked. Although their reluctance to leave and their obvious desire to talk about the new ideas they had heard made it extremely difficult for the writer to clear up the workshop room, load the excess materials in to the car, and proceed to the next assignment, she was exhilarated by the atmosphere and judged the workshop as having been successful. Although she could not judge her own presentation, listening to the dynamic delivery of the other presenters and observing their impact on the participants made her believe that the orientation session had been very effective. The summary of their evaluations confirmed this belief (Appendix K:105).

The remainder of the week was very hectic for the writer. In addition to the usual meetings scheduled during the last two days of preplanning, it was necessary to prepare the system list of eligible substitutes by priority categories. Also, using the

substitute-teacher applications to determine in which schools substitute teachers chose to teach, ranging from one specific school to all seven schools, a list of eligible substitute teachers by categories had to be generated for each individual school. Then the writer had to deliver both lists to each principal and the school secretary. Because each principal delegated the calling of substitute teachers to the school secretary, it was necessary to explain the descending order of priority which had to be used each day to call substitute teachers. Because prior practices had ranged from calling all substitute teachers available to the school on an equitable basis to calling first several preferred ones, secretaries needed to know the required change in a systematic approach. They also had to understand the categories and to switch to calling substitute teachers in a descending order on their priority lists each time a regular classroom teacher was absent. Because the students returned to the classrooms on the following Monday, August 22, 1988, all of these individual conferences had to be completed as efficiently as possible on the preceding Thursday and Friday so that schools could be prepared for a possible emergency teacher absence.

During the days following the meeting, the writer received at least a dozen calls from persons who had either been unable to attend the initial substitute teacher workshop or had been unaware that such a workshop was mandatory before employment. Additionally, approximately 15 new persons completed applications. In all, about 30 persons were willing to substitute teach in the schools but were ineligible until they had attended the required

orientation session. This new pool was particularly significant because two schools, with relatively short lists, called the writer during the first two weeks of school to ask the writer what they were to do because they had absent teachers and had exhausted all the names on their lists. Obviously, this was an unexpected occurrence, but the writer directed them to begin with the first category of substitute teachers on the system-approved list which they had received, descending through the categories until they had procured replacements. Although she had not planned to repeat the orientation session, the writer quickly decided to offer a second workshop to the new applicants and to others who had not attended the first workshop. She also asked principals to give her names and addresses or telephone numbers of others they wished to be notified. Thus, notices of a second orientation session to be held in mid-September were sent out.

During the second week of school, all school secretaries attended a meeting at the central office with the writer. The discussion centered upon ways to monitor substitute teacher use and how to document compliance with the descending order of priorities in calling available substitute teachers. Several systems were considered, but the consensus was to use a documentation sheet developed by the middle school secretary (Appendix L:106). Not only was it easy to use, but it provided clear proof that the school secretary was complying with board policy in using a systematic and descending order of priority in calling substitute teachers on any day when they were needed.

Because one clear aim of the system-wide substitute teacher program was to improve the quality of substitute teaching by replacing absent teachers with those holding valid teaching certificates, the writer had been pleased that ten such new people had been recruited and had made themselves eligible by attending the first orientation workshop. Of those 10, 6 were former teachers at a private school which closed the week prior to the opening of Ware County schools, one was seeking full-time employment, and 3 were retired teachers.

Their numbers soon dwindled as a result of several factors. The person seeking full-time employment was hired by another school system. The 6 teachers formerly employed by the private school were hired by the Ware County system. When the schools reopened after Labor Day, enrollment at several schools continued to rise. One school, which had ended the previous school year with about 476 students swelled to an unanticipated 565 students. To remain below mandated, maximum-class sizes there and in two other schools with smaller increases, four of the substitute teachers with teaching credentials were hired as full-time regular teachers, and two were employed as part-time teachers of the gifted. Seven substitute teachers were hired as full-time paraprofessionals to reduce the teacher load. Of those hired as paraprofessionals, one held a baccalaureate degree, two had completed three years of college credits, two had two years of college credits, and two held only high school diplomas. The teachers and the paraprofessionals were employed during the first week of September. In the next week, an experienced teacher unexpectedly resigned, and the eighth of the

substitute teachers with teaching certificates was employed as a full-time classroom teacher.

During the week of September 5-9, 1988, all school principals and school secretaries were reminded of the second substitute teacher orientation workshop scheduled for September 15. They were asked to notify any potential substitute teachers whom they wished to recruit or former satisfactory substitute teachers who had not attended the first session.

In the system-wide administrative meeting on September 14, 1988, the classification system for substitute teachers was briefly discussed as the Superintendent reiterated the necessity of adhering to system policy. None of the principals expressed concern with the program. Several questions, however, were asked for clarification of the procedure for documentation.

On September 15, 1988, the second Ware County Substitute Teacher Workshop was held, and 28 persons participated. The agenda was identical to that of the first session. However, the writer substituted as the presenter in lieu of the Federal Projects Director who was unable to attend. Another change was that the session was held in an unused elementary auditorium. Because the participants were all adults, some expressed discomfort with the smaller-sized chairs which filled the area. In addition, the writer felt that the group activities were less successful than they might have been if the participants had been able to work around tables. Despite the distractions, the substitute teachers appeared enthusiastic about the session, and their evaluations bore out the writer's impressions (Appendix M:107).

On October 6, 1988, Okefenokee RESA consultants conducted a three-hour, child-development workshop entitled "Ages and Stages." This was an indepth presentation of the topic introduced during the initial workshops. Substitute teachers from the nine RESA school districts were invited to attend, and Ware County was well represented with 21 of the 49 participants. Because the substitute teachers were not paid for their time, attendance was voluntary. However, the writer had written all approved substitute teachers two weeks earlier to tell them about the workshop and encourage them to attend.

Also, in October, the Okefenokee RESA director agreed to conduct substitute teacher orientation sessions for the nine school systems. In the Staff Development Council meeting, discussion revealed a common concern. Each school system was receiving a few applications for substitute teaching, but none had received enough to justify setting aside four hours for another orientation session. By pooling applicants from all nine systems, the Okefenokee RESA director could justify the sessions. Thus, the RESA consultant scheduled three-hour general sessions, and each host system agreed to conduct its own one-hour orientation of specific system information. Under this agreement, Okefenokee RESA conducted a workshop on November 17, 1988, attended by two Ware County substitute teachers, on January 12, 1989, with 11 Ware County participants, and on March 1, 1989, with 16 Ware County substitute teachers. After joint planning with other area curriculum directors and the writer, the RESA consultants presented effective teaching strategies, child development theory, and

classroom management in each of the three workshops. Following their RESA three-hour session, each of the substitute teachers met for one hour with the writer for an orientation to the policies and practices of the Ware County School System. Although the writer did not see the substitute teachers' evaluation forms in the RESA workshop, the substitutes appeared to be enthusiastic about the training, and no negative comments about any of the sessions were made.

c. Staff Development Activities for Substitute Teachers

Inservice training in areas other than the required orientation session was made optional. The writer provided substitute teachers with schedules of all staff development activities planned for regular teachers and invited them to attend. Prior to particularly relevant sessions, she also mailed personal invitations to every substitute teacher.

Three of those sessions were conducted by Ware County staff development trainers. Each two-hour activity developed a different strategy from the effective teaching research. The first, held on October 7, 1988, attracted 18 substitute teachers. Its topic was student motivation. On November 28, 1988, 11 substitute teachers received inservice training on the use of time. The agenda included prime time, time on task, sponges, and other strategies to improve the use of time. The final effective teaching strategy on January 26, 1989, attended by 19 substitute teachers, addressed reinforcement theory in ways to make students feel more successful

in the classroom and to lessen student misbehavior. Evaluations of the individual workshops were favorable (Appendix N:108).

On January 17 and 18, 1989, the Ware County schools sponsored a workshop for teachers and substitute teachers entitled "Project Stress Control." The nationally-known presenter's work with stress and children began in 1981 when she was hired to be part of a special mental health team to address the psychological after-effects caused by the tragedy of the Atlanta Missing and Murdered Children/Youth Crisis. After discovering the lack of available resources and materials for children and youth, she began providing information, education resources, workshops and training for children, youth, and adults in stress control. Her presentation to Ware County personnel focused on a prevention program to reduce stress for students, parents, teachers, and administrators. Her research indicated that Project Stress Control had been very successful in schools across the nation in reducing suspension rates and office referrals for disruptive behavior and in increasing student academic performance.

In addition to 73 classroom teachers, 19 substitute teachers attended the workshop. Because the consultant modeled stress reduction techniques to diffuse frustration and hostility, comments of the substitute teachers indicated that they saw its potential in classroom management, as well as in managing their own children. Their evaluations of the workshop, kept separate from regular classroom teachers, were very favorable (Appendix O:111). The only

exception was their reaction to the suitability of the facilities. Because the workshop, like one of the earlier orientation sessions, had to be housed in the elementary auditorium, many adults were uncomfortable in the smaller chairs.

The only other staff development activity which elicited significant attendance by substitute teachers was an Assertive Discipline workshop designed exclusively for them by a Ware County trainer. The participants met for two hours after school on three different dates: March 21, 28, and 30, 1989. Although 17 substitute teachers attended one or more sessions, only 12 attended all three. Based on the reasons they gave the writer, however, she concluded that personal conflicts, rather than dissatisfaction with the activity, accounted for this. The evaluation summaries received from the substitute teachers bore out this conclusion (Appendix P:112).

d. Monitoring the Substitute Teacher Program

The writer performed four primary tasks in monitoring the implementation of the system-wide substitute teacher program. First, school principals and their secretaries had to be kept informed of current lists of approved substitute teachers. Since new applicants were trained in periodic workshops, they had to be added to each affected school's eligibility list. Also, there was a constant turnover as substitute teachers were employed in other school system capacities, hired by other employers, or simply removed their names from the eligibility list. It was the writer's

responsibility to update each school's eligibility list on a nearly monthly basis. Second, the coordinator maintained frequent, informal communication lines with the principals and their secretaries. They felt free to express their concerns about any areas of the program or to call for assistance on occasions when they had difficulty in finding substitute teachers. The third major task was to check the monthly, substitute-teacher payroll requests for individual school compliance to system policy. For example, the writer monitored the school's selection of only eligible substitute teachers who had completed the required orientation session. Fourth, the writer reported back to principals with summaries of their school's number of teacher absences and their use of substitutes in each of the six ranked categories.

Chapter 6

EVALUATION OF PROCESS AND OUTCOMES

a. Measuring Techniques

Because of the nature of the program, success or failure was difficult to measure. Much of the data gathered to assess effectiveness was highly subjective. However, several ways of collecting information were used in order to make the evaluation as objective as possible.

Attendance rolls were used to assess the goal of providing orientation and inservice training for substitute teachers. Also, substitute teachers were asked to complete evaluation forms of each staff development activity in which they had participated, and the results were summarized to determine the extend to which they felt the activity was beneficial.

Principal surveys and informal interviews with teachers and substitute teachers were used to determine if teachers were making adequate preparations for substitute teachers. Since principals checked lesson-plan books on a weekly basis, they were able to verify that each teacher prepared seating charts, a Substitute Teacher Information Sheet, an attendance roster, an emergency evacuation plan, an emergency lesson plan, and other information helpful to substitute teachers. Also, the writer made occasional inquiries of teachers and substitute teachers without ever finding any incident in which the regular classroom teacher had failed to provide the requested information.

To measure the effectiveness of the systemwide plan for substitute teacher usage, the writer counted the numbers of substitute teachers used from each of the six categories, checked the payroll records each month to see that only eligible substitute teachers were used, and monitored the documentation sheets of each school secretary for compliance in selecting substitute teachers. No violations of board policy were found.

b. Criteria of Success

Objective a.1: As a result of an August, 1988, workshop, all available substitute teachers would receive initial substitute teacher training in a four-hour, one-day workshop.

Result: Because no substitute teachers were employed until they had attended the orientation session, 100 percent of the substitute teachers attended an orientation workshop. Fully certified teachers, persons with baccalaureate or higher college degrees, and experienced former Ware County substitute teachers were not excluded from this requirement. In all, 133 persons attended one of the five orientation sessions conducted by the school system or by Okefenokee Regional Educational Services Agency (RESA). Of those 133, only 74 were selected by principals for employment.

Objective a.2: As a result of five, two-hour, October, 1988, workshops in Assertive Discipline, with attendance voluntary, 25 percent of the substitute teachers who attended the initial

orientation session and were thus eligible for employment during the 1988-89 school year would receive training in classroom management as compared to none in 1987-88 with classroom management training.

Result: The Assertive Discipline trainer and the practicum writer adjusted the hours of training from 10 to six hours. Previously, the program had only been taught to regular classroom teachers, and some modifications in the content organization had to be made to account for the temporary nature of substitute teaching as opposed to the long-term program of Assertive Discipline used by regular teachers. Of the 74 substitute teachers employed at any time during the 1988-89 school year, 17 attended one or more of the three two-hour sessions. Twelve attended all sessions. Therefore, 23 percent attended some part of the Assertive Discipline training, and 16 percent were present for all sessions. Thus, attendance did not meet the objective of 25 percent of the substitute teachers attending the Assertive Discipline workshop to receive training in classroom management.

However, during project implementation, the writer added two other staff development activities which were more successful. The initial orientation sessions conducted by the Ware County Schools included a presentation by the pupil personnel director on using low-profile intervention strategies for managing students. Of the 104 persons who attended either of the two sessions, 57 were employed during the school year. Thus, 57 of the 74 substitute teachers used in 1988-89 received some training in classroom

management. That is 77 percent who received training in the management system preferred over Assertive Discipline by the practicum writer.

Also, 19 of the 74 substitute teachers attended the two-day Project Stress Control. Thus, 26 percent received training in yet another classroom management system. Preventive in nature, its focus was to relieve tension before classroom management problems could occur.

Objective a.3: As a result of the one-day, four-hour, August, 1988, orientation session for substitute teachers, all substitute teachers for the 1988-89 school year would receive training in child development as compared to none who received training in 1987-88.

Result: Because the RESA consultant provided training in child development research for the two Ware County substitute teacher orientation sessions and the three RESA sessions, child development training was provided for 100 percent of the substitute teachers employed during 1988-89.

Objective a.4: As a result of four 8:00 A.M. to 4:00 P.M. workshops, with attendance voluntary, in effective instructional delivery techniques, 25 percent of the substitute teachers employed during the 1988-89 school year would attend at least one day of training as compared to none during 1987-88 who received training in effective teaching strategies.

Result: This objective was not met. On the first day scheduled for training new teachers in effective instructional delivery techniques, September 26, 1988, no substitute teachers came. After consulting with the system trainers, the writer changed the workshop format to three, two-hour sessions after school hours. The trainers felt that the all-day sessions were too long to attract substitute teachers who were not being paid for their time.

Bowing to their judgment and recommendations for the most essential modules, the writer set up three, two-hour instructional delivery workshops. Motivation of students attracted 18, or 24 percent, of the substitute teachers being employed; the use of time had 11, or 15 percent; and reinforcement was attended by 19, or 26 percent. Although the numbers of those attending the workshops was less than the writer had hoped, the summaries of the participants evaluations of the workshops indicated that they had found the activities to be interesting and useful (Appendix N:108).

In addition, of the employed 57 substitute teachers who had attended the two orientation sessions conducted by the Ware County system, all received instruction in lesson presentation design, learning modalities, and the use of sponges. Thus, 77 percent of the substitutes employed in 1988-89 had some exposure to instructional delivery techniques.

Objective b: As a result of inservice training during the fall of 1988, all regularly employed classroom teachers would prepare specific information sheets to be left in the principal's

office until needed by substitute teachers and would be evaluated by the principal for the fulfillment of this responsibility.

Result: When principals were asked to fill out a survey form verifying the use of seating charts, Substitute Teacher Information Sheets, and emergency lesson plans, all seven principals indicated that their teachers were providing the required information for substitute teachers (Appendix Q:113). Also, random and informal questioning of approximately 14 substitute teachers and regular teachers revealed no discrepancies.

Objective c: As a result of feedback from teachers, administrators, and substitute teachers, during the summer and fall of 1988, a substitute teacher handbook would be prepared by September, 1988, to disseminate administrative procedures and effective teaching practices to all system substitute teachers.

Result: The handbook was prepared prior to the August 17, 1988, orientation session. It was given to every person who attended a substitute teacher orientation session, and the writer used it to emphasize information, philosophy, and procedures particular to the Ware County Schools.

c. Side Effects

One very positive side effect of the practicum intervention was the recognition by administrators of the importance of attracting and using the best qualified substitute teachers. Until they were made aware that the average student in 1987-88 was

deprived of instruction by his regular teacher for 8.61 days, most had not considered the impact of teacher absenteeism on student progress. Also, principals expressed concern that substitute teachers with only high school diplomas accounted for instructional delivery 70.1 percent of the days when classroom teachers were absent.

The active desire of principals to improve the educational qualifications of substitute teachers and their strict adherence to program guidelines substantially increased the usage of substitute teachers with higher educational qualifications. In Table 5, the percentage of usage of substitute teachers by educational level for 1987-88 was compared to the frequency of usage in 1988-89. The percentage of usage rose in 1988-89 for substitute teachers with higher educational levels and decreased for those with only high school diplomas.

Table 5

Comparison of 1987-88 and 1988-89
Usage of Substitute Teachers
by Educational Levels

Educational Level	1987-88 Percent of Total Substitution Days	1988-89 Percent of Total Substitution Days
Teaching Certificate	14.8	23.7
4-yr. or 5-yr. College Degree	7.5	7.3
2-yr. College	7.6	28.9
High School	70.1	40.1
Totals	100.0	100.0

Although eight teachers recruited for substitute teaching were hired as regular teachers by the Ware County Schools or others and were never used for 1988-89, 13 remaining teachers with valid certificates and three with expired certificates were used. Although the majority of those were not willing to work on a daily basis, the fact that school secretaries first called them before turning to substitute teachers with lower educational levels meant that they were called frequently. Thus, the percentage of the time when they substituted for the regular teacher increased. Consequently, the percentage for use of substitute teachers with high school diplomas decreased from 70.1 percent in 1987-88 to 40.1 percent in 1988-89. The writer felt that the 30 percent decrease in usage of those with lower educational levels was an indicator of program success.

One completely unanticipated side effect was the program's impact on teachers. Each substitute teacher was instructed by the practicum writer to complete a Substitute Information Form to be left for the regular teacher (Appendix R:114). They were told of its potential for good public relations with teachers. School secretaries had been asked to help by providing substitute teachers with copies of the form and by collecting them at the end of the teaching day. During the second week of school, the high school principal sent the writer copies of three forms which had been left for teachers on his staff. Each form contained positive notes left by the substitute teachers for the regular teachers. Because the three different substitute teachers had written three warm, complimentary messages, their recipients had shown them to the

principal who in turn brought them to the writer. Although no objective measurement was attempted, informal comments by teachers at grade-level meetings or in other settings revealed general agreement that the Substitute Information Sheet was not only useful to the regular teacher but frequently contained a morale booster.

d. Evaluating Management Effectiveness

Management presented a variety of interesting roles for the writer. Using input from other administrators, she planned the system program and set up a documentation process to ensure school compliance. She planned staff development activities, scheduled them, notified substitute teachers, often served as a presenter, looked for creative funding sources to provide refreshments, and collected evaluation forms. Using her own energy and enthusiasm for new projects, she had to persuade principals that the Substitute Teacher Program was needed, would not add more paperwork for them, and would contribute to their school's effectiveness. The support of the Superintendent was of great value in this.

Because of the rapid turnover in available substitute teachers and the frequent additions of new applicants attending the orientation sessions, the writer developed a careful record-keeping procedure, frequently revised the individual schools' eligibility list, and closely monitored the use of only eligible substitute teachers. Maintaining open communication with principals and school secretaries was essential. All relevant personnel had to be kept informed.

Because all schools have adhered to the Board policy for substitute teachers, all substitute teachers have had at least four hours of initial training, and a portion of the substitute teachers have opted to attend additional staff development activities, the writer believed that all management roles were successfully completed.

Chapter 7

DECISIONS ON THE FUTURE

a. Program Maintenance and Modifications

The Ware County Schools will continue the Substitute Teacher Program. The ranking of substitute teachers according to educational levels and the requirement of calling those with the highest qualifications before descending to those of lower priority will remain unchanged. So will the practice of allowing eligible substitute teachers to select at which schools they wish to teach and then providing each principal with a ranked list of eligible substitutes who have chosen that school. A county-wide, systematic way of selecting and monitoring substitute teachers will be continued. The emphasis on staff development for substitute teachers will remain.

However, some modifications to the program are necessary. First, the writer believes that substitute teachers with teaching certificates, categories one and two, should receive an orientation different from that of substitute teachers in the lower four categories. Because they already have professional knowledge, the writer believes that their orientation, perhaps an hour in length, should be limited to information about the school system's policies and practices. Then, the writer should find ways to entice them to attend voluntary staff development activities to enhance their professional growth.

Additionally, the orientation training for new applicants in 1989-90 should be different from a required session for returning substitute teachers in categories three through six. Both new and experienced substitute teachers should benefit from the same inservice training in instructional delivery techniques, classroom management, and other areas of professional knowledge. However, veterans would not need the hour of orientation to the Ware County School System and should be excused from that requirement.

b. Conclusions and Recommendations

Getting substitute teachers to attend voluntary staff development activities is a difficult task. Because training is necessary to improve the professional expertise of substitute teachers, the writer believes that the school system should consider some type of credit for attendance. The simplest way would be to pay substitute teachers at the same prorated rate which they receive for teaching. Because of the expense involved, however, this would not be practical for many small school systems. A second alternative would be to award substitute teachers staff development credit which could be applied toward a higher daily rate of pay. For example, a substitute teacher who would ordinarily earn $38 per day would receive a raise to $40 after earning some system-specified number of staff development credits. If, for example, a substitute teacher attended 50 to 100 hours of inservice training to receive that raise, the local school system could dramatically improve the quality of instruction by substitute

teachers at relatively little cost. However, the method of paying substitute teachers to attend would probably affect more substitute teachers than this one.

A second recommendation would be to find ways to get substitute teachers into the classrooms of effective teachers. Principals and substitute teachers should encourage substitute teachers to observe regular teachers whenever they can and will. The writer believes the observations would improve the teaching of the substitute teachers, increase their professional recognition by regular teachers, and enable the substitute teacher to identify with the students and teachers of the school.

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